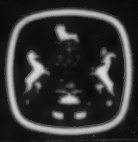

Province of
British Columbia

B.C. Police Commission Annual Report 1986/87

Review of the Year

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Crimes in British Columbia

•

Police Academy

•

Citizen Complaints

•

Municipal Police Boards

•

Police Department Inspections

•

Police Disciplinary Procedures

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Video Investigation Standards

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The Honourable Robert Rogers,
Lieutenant-Governor of the Province of British Columbia

MAY IT PLEASE YOUR HONOUR:

The Annual Report of the British Columbia Police Commission for the period April 1, 1986 to March 31, 1987 is respectfully submitted.

BRIAN R.D. SMITH
Attorney General

Office of the Attorney General
December 1987

The Honourable Brian R.D. Smith, Q.C.
Attorney General of British Columbia
Parliament Buildings
Victoria, B.C.

DEAR MR. SMITH:

I have the honour to submit to you the Annual Report of the British Columbia Police Commission for the fiscal year 1986/87 pursuant to the provisions of Section 10 of the *Police Act*, S.B.C. 1974, chapter 64.

Yours truly,

MALCOLM A. MATHESON
Chairman
British Columbia
Police Commission

December 1987

CONTENTS

		Page
I	Aims and Objectives of the Commission	1
II	Review of the Year	2
III	Justice Institute of British Columbia: Police Academy	4
IV	Crime and Other Statistics	8
V	Citizen Complaints	11
VI	Disciplinary Procedures	14
VII	Municipal Police Boards	15
VIII	Recognition of Merit	18
IX	Private Investigator and Security Agency Appeals	19
X	Municipal Police Inspections	20
XI	Inquiries, Research Studies and Other Activities	21
XII	Financial Statement	27

I. AIMS AND OBJECTIVES OF THE COMMISSION

The British Columbia Police Commission was established in 1974 under the *Police Act* (RS Chap. 331; Consolidated January 20, 1984) in response to a perceived need for higher standards and better coordination of police services in the province, for effective procedures for holding the police accountable to the public in a fair and equitable way, and for the development of greater understanding and cooperation between the police and the public. Accordingly, the *Act* provides the Commission with the extensive powers and duties required to carry out its investigative, coordinative, developmental, and adjudicative tasks. The specific objectives of the Commission under the *Act* are summarized in general terms below:

Evaluation

a) To recommend standards for police service.
b) To ensure compliance with established minimum standards of police service by means of monitoring and inspecting.
c) To conduct research studies and special investigations as directed by the Attorney General and inquiries as directed by the Lieutenant Governor in Council.

Coordination and Development

a) To assist municipal police boards in the management of police forces.
b) To assist the police forces in the province in the development of higher levels of service.
c) To promote co-operation and understanding between the police and the public.

Adjudication

a) To monitor citizen complaints with respect to police services and conduct.
b) To ensure, on appeal, fair and impartial disposition of citizen complaints and internal discipline proceedings.
c) In accord with the *Private Investigators and Security Agencies Act*, to ensure, on appeal, fair and impartial disposition of licensing applications under this *Act*.

Administration of the Commission

a) To ensure the efficiency, effectiveness and impartiality of its own operations and to report annually to the Minister.

The scope of the Commission's mandate under the *Act* is deemed to include all aspects of policing — staff selection, training and development, facilities, equipment and all management, staff and field policies and operations. The assessment of operational performance includes efficiency in the use of resources and effectiveness in achieving the complex objectives of the police.

These objectives include keeping the peace, the protecton of citizens, the prevention of lawbreaking, the detection of offences, the apprehension of suspected offenders, and the proper consideration for the human and civil rights of all citizens.

It should be mentioned that this account of the mandate of the Commission is based on the current *Police Act*. Revisions to the *Act* with respect to the role and duties of the Commission have been proposed. (See Sections 5 and 11 concerning other changes in the *Act*.)

II. REVIEW OF THE YEAR

Crime and other offence trends in B.C.

The overall crime rate in the province in 1986 increased by 4.8% over the previous year. This compares to a decrease of 1.0% in 1984 and .06% in 1985. The property crime rate increased by 2.3% while the crimes against persons increased by 10.2%.

This pattern appears consistent with national trends. Statistics Canada reported that in 1986 the overall crime rate increased by 3.5% and the crimes-against-persons-rate increased by 6.5%.

The drug offence rates show a slight decrease of 2.4% over the previous year. Although there was a drop of 6.9% for cannabis offence rates, the cocaine offence rate increased by 23.8%. There were 1037 cocaine offences reported for 1986 versus 635 for the previous year.

The province of British Columbia continued to have the highest crime rate in Canada (excluding the Territories). The rate per 1000 population for British Columbia in 1986 was 138 compared to the national rate of 88.7%. Victoria and New Westminster have the highest crime rates in Canada for all municipalities with a population over 40,000. Vancouver ranks the highest for municipalities with a population over 250,000.

With reference to the persons charged with crimes, there was 2.0% increase in the number of adults charged and an increase of 14% in the number of young offenders processed (either charged or treated informally).

In the crimes-against-persons categories, sex offences crime rates increased by 19.6% over 1985. There appears to be a trend that more of these offences are being reported to the police than in past years. The publicity surrounding these incidents and successful prosecutions have no doubt encouraged more victims to report these incidents. Non-sexual assault rate increased by 10.1% with a 13.5% increase in the number of persons charged with non-sexual assault.

Statistics are not available in the use of knives in crimes against persons but it is known that offences involving knives are increasing and representation to legislators is being made to bring about some control in this regard.

Criminal Code traffic offences continued to decrease in 1986 over the previous year (1.7%) Provincial Statute offences increased by 1.0%.

Staff Changes

The following changes took place during the fiscal year:

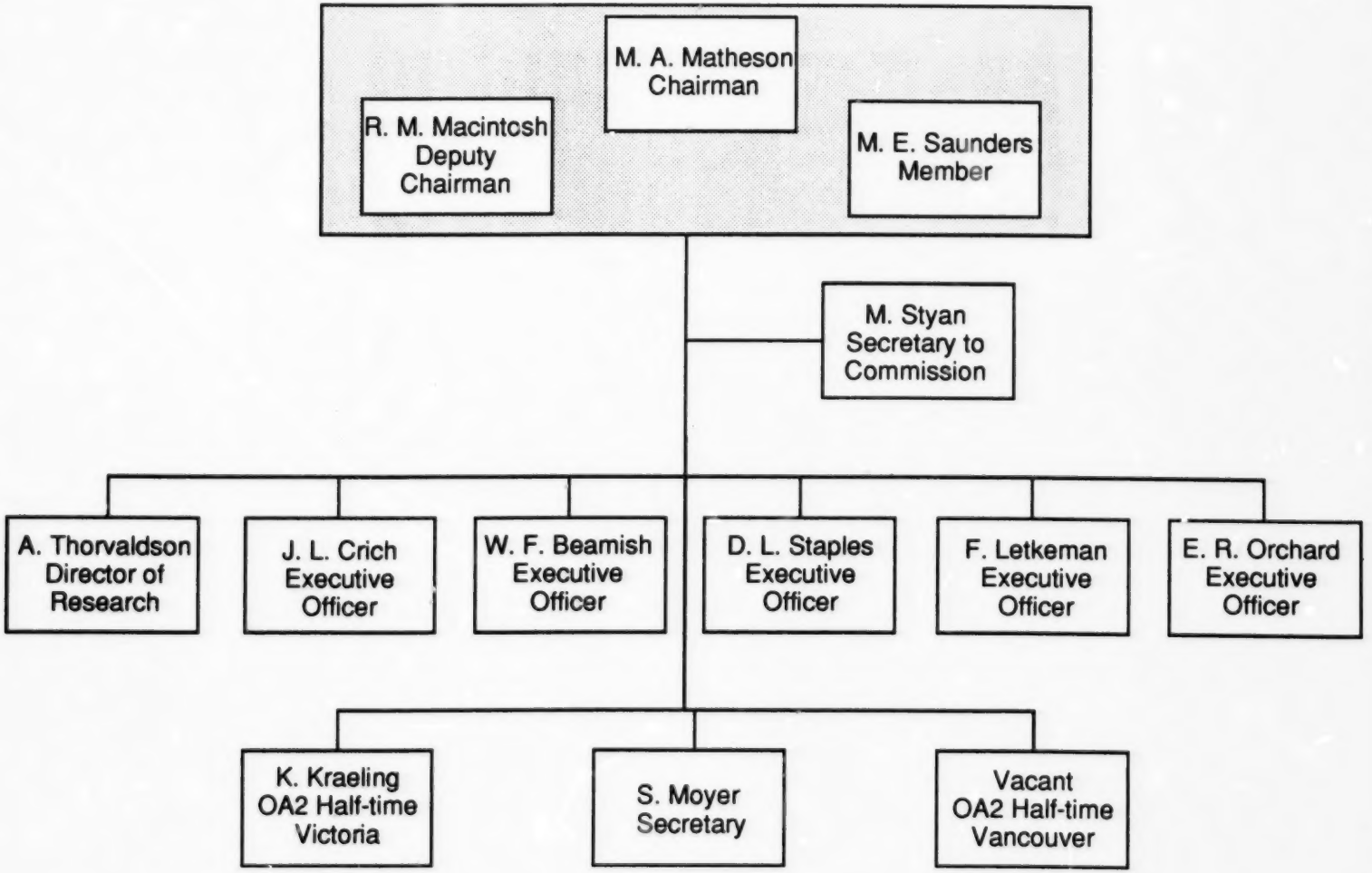
Ms. Mary Saunders, barrister and solicitor, was re-appointed as a member of the Commission on a part-time basis for another year to January 1, 1988. She continues to serve as a Director of the Justice Institute of British Columbia.

Inspector M.F. O'Reilly completed his term as Executive Officer at the Commission on August 31, 1986. He took over the responsibilities of Inspector D.L. Staples as Officer i/c Support Services for Victoria Sub/Division R.C.M.P., who replaced him as Executive Officer at the Commission.

Mr. E.R. Orchard was transferred from the Gaming Commission to the Commission effective March 2, 1987 to assist with administration and other projects.

After eight years of service, Ms. Esther Vitalis left the Commission June 16, 1986 to transfer to the Vancouver office of Police Services Branch, Ministry of Attorney General.

Ms. Kathy Kraeling joined the Victoria branch of the Commission as a part-time OA2 on June 30, 1986.



ORGANIZATION CHART, ***As of March 31, 1987***

III. JUSTICE INSTITUTE OF BRITISH COLUMBIA

Police Academy

The objective of the Police Academy is to develop and provide police training programs and ancillary staff development services to meet the needs of British Columbia's municipal police community, in accordance with the standards and rules established by the Provincial Police Commission and the Police Act.

Prior to 1975, municipal police officers outside Vancouver were trained by the Vancouver Police Department at their academy when seats were available. Limited access was also available to RCMP courses conducted by 'E' Division (B.C.'s Provincial Police Force). As these arrangements did not guarantee that adequate uniform standards were met, the Ministry of the Attorney General established the B.C. Police Academy in March 1975. Instructors were seconded from municipal forces and the RCMP, while the Director and administrative staff were employees of the Ministry assigned to the Police Commission. In 1978 the Justice Institute of British Columbia was created as a federation of training schools for justice and public safety services in this province. The Police Academy became a division of that Institute and continues to function in that capacity.

Having accelerated the pace of training particularly at the recruit level during 1985 in preparation for Expo 86, there was a five month pause in student training day activity during the world exposition which resulted in a major drop in those statistics from 16,684 in 1985/86 to 9,739. Despite a marked reduction in recruit training, the overall reduction in the number of students attending the Academy only diminished by 159 from 2,886 in 1985 to 2,727. This healthy attendance level was due to a significant increase in the demand for management and supervisory training. Advanced training programs increased accordingly from 31 in 1985/86 to 56, further reflecting a shifting emphasis to fulfill in-service training requirements.

Peace Officers General and Basic Training Programs

On April 18th, sixty-seven recruits (classes 32 & 33) successfully completed thirty-two weeks of basic training, thus attaining the status of Qualified Municipal Constables within the province. The occasion was marked by a most colourful and impressive graduation ceremony staged at the Vancouver Agrodome, held in conjunction with the Vancouver Police Department's Centennial Show. The event took on the atmosphere and pageantry of a military tattoo complete with mass marching pipe and brass bands, a police choir, police dog, and motorcycle displays. Attended by approximately three thousand relatives, friends and general public, this became a major media event and public relations exercise for the municipal police community.

While the Academy relies primarily on the Vancouver Police Department for recruit intake, there was a moratorium on hiring and training by that Department during Expo 86. Despite this, there were sufficient recruits from Victoria, New Westminster and Delta Police Departments to form Recruit Class #34 which commenced Block I training on September 22nd.

Sixty-six members of Classes 28, 29, and 30 completed Block V training and thus successfully attained certified Municipal Constable status.

Class 31 completed Block IV training. Class numbers were bolstered from 16 to 34 members by 18 Exemption candidates, who entered municipal policing on the strength of their previous service, which allowed them to bypass Blocks I to III.

Three constables with considerable previous police service and experience, who recently joined Oak Bay Police Department, were permitted to bypass the Basic and General Training Programs (Blocks I to V) by way of the Challenge Process. This series of exams, practical tests, and simulated exercises is designed to ensure that successful candidates meet the standards set for Blocks I to V and thus become Certified Municipal Constables. All three constables were successful in their challenge.

Twenty-nine other constables with less previous service were admitted to Municipal Police Departments after completing the Exemption process at the Academy, which allows them to

challenge the Basic Training Program (Blocks I to III) to become Qualified Municipal Constables. They still have to complete Blocks IV and V training, which they have the opportunity to do within the first two years of service with their new police departments.

Advanced Programs

During April, the month prior to the commencement of Expo 86, special emphasis was placed on providing training programs to ensure that lower mainland forces and especially Vancouver Police Department members required to respond to hostage taking and handling barricaded persons incidents both at the direct response and command levels were well prepared. Negotiators were also trained and those with former training were given a refresher program. A new course for experienced commanders was developed and conducted as a refresher program. Candidates felt that it is imperative that they receive such training every two or three years, and that such requalification should be recognized as a requisite requirement by those considered eligible for assignment to and retention in the handling of such crucial incidents.

The pilot Police Managers Program, the first two-week module of which was conducted in March, was followed by a series of field assignments involving the practical application of theories and skills taught. This course came to a most successful conclusion in April with a third one-week module back at the Academy, during which candidates presented and shared their assignments, submitted reports and were evaluated. The effectiveness of this split format approach to supervisory and management training has prompted a review of existing programs with a view to similar changes. This three-week course for mid-management personnel, usually at the rank of Sergeant or Staff Sergeant, is designed to incorporate the same management content as the Canadian Police College Senior Police Administration Course for which it is difficult to get sufficient seats to accommodate the needs of the B.C. Municipal police. The academy course also serves as a refresher for those who took Senior Police Administration Course (S.P.A.C.) some years ago and have had no further management training. A second course commenced March 2nd, 1987.

The lull in training activity during Expo 86 provided an opportunity to develop the following new programs:

- — Police Supervisors Program of five days' duration aimed at those senior constables who assume acting supervisory responsibilities on a regular basis;
- — Police Supervisors Advanced Program based on a "split format" of five days for Part One and seven days for Part Two with field assignments during the intervening weeks. This program is designed for newly promoted, first level supervisors, persons transferred from detective duties to field supervisory positions, and first level supervisors who have not received any such training for five years or more;
- — Civilian Supervisors Program — a five day course for those non-sworn police department staff who hold supervisory positions;
- — Civilian Personnel Program of three days' duration for those non-sworn police department staff whose primary function involves public contact;
- — Child Abuse Investigation Program for those officers likely to investigate such cases and for School Liaison Officers.

Firearms qualification shoots were conducted for armoured car personnel employed by Loomis, Wells Fargo, Brinks, Armoured Transport of Canada, and Pacific Armoured Car. Provincial and Federal government geologists, and B.C. Hydro personnel required to work in remote northern and wilderness areas were also tested to ensure their proficiency in handling firearms.

Five Firearms Instructors courses were conducted primarily for municipal police personnel, although potential instructors from the Sheriffs Department, RCMP, C.N. Police and B.C. Rail Police were included in this program.

A special four day training program was developed and taught to eighteen B.C. Transit Peace Officers responsible for policing the rapid transit, seabus and general bus services in the Lower Mainland. Among other contract programs was a two-week course developed and conducted for Immigration Officers in advanced investigation techniques. Contract training services were also provided S.P.C.A. staff in the use of firearms, and to Conservation Officers in law, evidence and investigation techniques.

During Expo 86, it was possible to cater to the smaller police departments and decentralize a number of programs to Vancouver Island. The remainder of the year saw the heaviest concentration ever on advanced programs in order to catch up with demands. This produced a record 56 courses generating 5,973 student training days, an increase of 640 over the previous year.

Research Development and Assessment

A diagnostic centre was designed for use by police departments to assess the potential of communication operators to function at the level of civilian supervisors within the Communications section.

Using the Perfex Testing equipment, a mock communication radio console, tests of potential radio operators were conducted for Victoria Police Department. This service is now provided on request to any municipal police department.

The second annual edition of the Roll Call Training Tape Catalogue was compiled and published in time for distribution at the Police Educators Conference. This national police service has generated enthusiasm for the active exchange of video training materials between departments from coast to coast. New video productions this year include officer safety through the use of seat belts; bicycle theft investigation, and a recruitment video 'Policing as a Career'.

Twelve Assessment centres were conducted from recruit entry level through the promotional ranks to Deputy Chief level. Two Assessor training programs were provided to expand the pools of eligible assessors. Two Career Development programs were held on an evening basis for those seeking to determine their potential for promotion, and develop an action plan for self improvement. Promotion exam services were also provided throughout the year.

Job related testing as a criterion for employment selection has become a necessity and a crucial issue in an era of challenge under the Canadian Charter of Rights and Freedoms. In response to this trend, and in an attempt to validate physical training, Doug Farenholtz, Co-ordinator of J.I. Physical Education Services, undertook a study for the Police Academy of police officer's physical abilities.

This research involved collecting data from 217 randomly selected police officers who recorded physical activities and related incidents encountered during their tour of duty over a one month shift. The data provided over 9,000 descriptions of activities performed including 837 arrests and the type and level of resistance involved.

The study resulted in the development of a Police Officer's Physical Abilities Test, standardized on the projected level of physical performance of adult male prisoners, who were the subject of a comparative study completed earlier for Corrections Officers and Sheriffs.

This new job related test was approved by the Municipal Chiefs of Police at an Academy briefing in November 1986 and is currently under consideration by the Canadian Association of Chiefs of Police Training Committee for national endorsement. The B.C. Police Commission approved this test on April 1st, 1987.

General

In keeping with the spirit of Expo 86, the Academy invited police trainers and educators from across Canada to attend the 13th annual Police Educators' Conference from May 12th to 16th at the Justice Institute. In addition to representation from all provinces, delegates came from as far afield

as the National Police Staff College, Bramshill, U.K. and San Diego Police Department. The conference focussed on the sharing and exchange of new ideas, programs and material, in a very practical way aimed at providing an opportunity to take back tangible programs for immediate implementation. Topics ranged from mediation skills training required to deal with a wide variety of conflict resolution situations, to such programs as the development of physical fitness standards and tests for police; guidelines for officer safety (survival); training for emergency response teams to enter aircraft, and post incident trauma training.

One of the most significant projects undertaken and completed during the year was Phase I of an automated record system. This data base contains approximately 2,050 entries and is programmed to search and identify those police officers hired after April 1st, 1977, who, in accordance with the Training Rules laid down by the B.C. Police Commission, have not "qualified" (completed Blocks I, II, & III Basic Recruit Training) by the first anniversary of appointment; are not "certified" (completed Blocks IV & V or the Exemption of Challenge process) by the fourth anniversary of appointment; have less than six months between Blocks III & IV and IV & V; have more than 36 months between termination and re-enlistment dates; have extensions and expiration dates of such extensions. Phase II involves the entry of recruit training data, while Phase III will cover Advanced Training and post-secondary education.

In order to maintain quality control of factory load service revolver ammunition, the Academy has undertaken to act as the central purchase and testing agent for municipal police departments. Tests have been completed and ammunition distributed.

A new Provincial Firearms Qualifications course was developed, based on standard practice throughout many major forces across the country, which essentially reduces the 50 meter target to 25 meters, the maximum effective distance within which most handgun encounters occur. This modified course was approved by the B C. Police Commission on April 1st, 1987.

IV. CRIME AND OTHER STATISTICS

A selection of statistics describing the total volumes and rates of crimes and other offences reported to, or detected by, the police in the province in 1986 compared to 1985 is given in the tables below. Persons charged data, police strength and caseload ratios, estimates of police costs and statistics on police use of firearms are also provided. Remarks on crime trends and other statistics are made in Section 2.

Table 1. Offence[1] Volumes in 1986 and Percent Change Over 1985

Offence Category	1985	1986	% change
Crimes:			
against the person	32808	36341	10.7
against property	243480	250862	3.0
other crimes	103914	113830	9.5
Sub-total	380202	401033	5.4
Federal drugs	11823	11845	0.1
Other federal	6713	5443	−18.9
Provincial statutes	20253	21569	6.4
Municipal by-laws	24860	27107	9.0
Total	443851	466997	5.2

[1] Excluding traffic offences.

Table 2. Offence[1] Rates per Thousand Population in 1986 and Percent Change Over 1985

Offence Category	1985	1986	% change
Crimes:			
against the person	11.3	12.5	10.6
against property	84.3	86.3	2.3
other crimes	35.9	39.2	9.2
Sub-total	131.5	138.0	4.9
Federal drugs	4.1	4.0	−2.4
Other federal	2.3	1.8	−21.8
Provincial statutes	7.0	7.4	5.7
Municipal by-laws	8.7	9.3	6.8
Total	153.6	160.5	4.5

[1] Excluding traffic offences.

Table 3. Persons Charged With Crimes Volumes in 1986 & Percent Change Over 1985

	Adults Charged		Young Offenders Charged		Young Offenders Treated Informally		Total Young Offenders Charged or Treated Informally	
Crime Category	No.	% change	No.	% change	No.	% change	No.	% change
Against persons	9497	11.9	1176	28.5	1019	31.8	2195	30.0
Against property	22077	−5.9	12350	10.2	5931	−1.7	18281	6.2
Other crimes	9787	14.3	2255	31.6	4147	16.5	6402	21.2
Total	41361	2.0	15781	14.0	11097	7.0	26878	11.2

Table 4. Specific Crime Volumes in 1986 and Percent Change Over 1985

Crime	1985	1986	% change
Total Homicide	113	89	−21.3
Attempted Murder	82	106	29.2
Total Sexual Assault	3304	4026	21.8
Total Other Assaults	25696	28486	10.8
Total Robbery	3139	3180	1.3
Total Break, Enter and Theft	59150	62966	6.4
Total Motor Vehicle Theft	11893	12053	1.3
Total Theft	154778	158413	2.3
Total Fraud	14518	13834	−4.3
Total Offensive Weapon	2290	2486	8.5
Possession of Stolen Property	3368	3596	6.7

Table 5. Traffic Offence Volumes in 1986 and Percent Change Over 1985

Offence Category	1985	1986	% change
Criminal code	32317	32865	0.2
Provincial statute	764351	780439	2.1
Other	28855	36472	26.4
Total	825523	849776	2.9

Table 6. Police Strength, Police/Population and Police/Caseload Ratios in 1986 and Percent Change Over 1985

	1985	1986	% change
Provincial population	2892377	2905777	1.0
Authorized strength[1]	4634	4622	−0.2
Population/police[2]	624	629	0.1
Police/population[3]	1.5	1.5	0.0
Crimes/police[4]	82.1	86.7	5.6
Traffic offences/police[5]	178.1	183.8	3.2

[1] As at December 31, 1986
[2] Number of citizens per member.
[3] Number of members per 1,000 citizens.
[4] Number of criminal code offences per member.
[5] Number of federal, provincial and municipal traffic offences, excluding parking, per member.

Police Use of Firearms

Under the Police Act Firearms Regulation, police forces are required to report all shots fired by police members in the line of duty. An analysis of statistics and comparison with the previous year is given in Table 7.

Table 7. Shots Fired in 1986 and Percent Change Over 1985

Statistics	1985	1986	% change
Total fired	278	345	24.1
No. members involved	153	168	9.8
Shots per member	1.8	2.0	0.2
Fired intentionally	270	339	25.5
Fired unintentionally	8	6	−25.0
Persons injured	3	1	−66.6
Persons killed	1	2	100.0
Animals killed	185	148	−20.0
Estimated property damage	$1,742	$245	−86.0

Table 8. Summary of Policing Expenditures, 1986/87[1]

Type of Policing	1986/87 Expenditure in Thousands	
Municipal Policing:		
Municipal police forces	106,258	
Total of RCMP municipal contracts[2] (amount billed)	88,109	
Total cost of municipal policing		194,367
Provincial Policing:		
RCMP provincial contract (amount billed)	70,309	
Total cost of provincial policing		70,309
RCMP Expenditures:		
Federal policing	91,492	
Administration[3]	19,032	
Provincial contract expenditures less amount billed	58,966	
Total cost of RCMP policing		169,490
Total Expenditures on policing		434,166

[1] Source: Canadian Centre for Justice Statistics, Ottawa.
[2] Does not include support staff costs provided by municipalities.
[3] RCMP administration includes $40,000 attributed to Canadian Police Services.

V. CITIZEN COMPLAINTS

Procedure: "Time For a Change"

A procedure for the receipt and handling of citizen complaints against municipal constables was enacted in the B.C. *Police Act* in 1974. This procedure was designed to establish a fair and impartial method for resolving complaints against the police and to provide a uniform procedure for handling internal discipline matters by the twelve municipal police departments. The objectives of the procedure were to ensure:

a) that all citizen complaints against the police are dealt with promptly, fairly and in a uniform manner;

b) that opportunities are provided for citizens and constables to resolve differences among themselves without intervention from higher authorities;

c) that there are independent reviews of all complaints that cannot be informally resolved;

d) that police officers maintain a high standard of service to the public and are held accountable for any action which would be detrimental to the public or the policing service; and

e) that police officers charged with breach of internal discipline receive a fair hearing.

To ensure uniformity of procedures when complaints arise anywhere in the province, it was intended that the *Police Act* would apply with modification to members of the Royal Canadian Mounted Police who are appointed as provincial constables. In 1981, however, a Supreme Court of Canada decision made uncertain the provincial authority regarding complaints against members of the Royal Canadian Mounted Police. A separate agreement was therefore made between the Attorney General and the Commanding Officer of the R.C.M.Police in British Columbia to allow the minister to review complaints after the R.C.M.Police investigation is complete.

In 1986, however, Bill C-65, *an Act to Amend the Royal Canadian Mounted Police Act* was approved by Parliament and given Royal Assent on March 26. Among other things the *Act* provides for the establishment of an R.C.M.Police Public Complaints Commission and a procedure for the receipt and handling of complaints against R.C.M.Police members. In British Columbia the new procedure applies to all serving R.C.M.Police members but not to special constables or auxiliary members who are appointed under the B.C. *Police Act*. For these members, as well as for the members of the twelve independent municipal police forces, the B.C. *Police Act* procedure still applies.

In November 1986, in light of these amendments to the *R.C.M.Police Act* and in the wake of continuing criticism of the procedures for handling complaints against the police under the B.C. *Police Act*, the Attorney General directed that the B.C. *Police Act* be amended. The minister focused his concerns on four areas:

1) uniformity with *R.C.M.Police Act* procedures;

2) access to the process by all parties;

3) public involvement in the resolution of complaints; and

4) the independent investigation of complaints.

After consultation with the police and other interested parties, a new complaint procedure was prepared for presentation to the Legislature in June 1987.

Citizen Complaint Form

A B.C. *Police Act* Citizen Complaint Form was developed and distributed to all municipal police forces. This form is designed to be the initial record of a complaint against a municipal constable and includes sufficient copies for the complainant and the member complained against. The reverse of the form provides information about the citizen complaint process. The form is currently being tried by several municipal departments and, if successful, will be a requirement of a new complaint procedure.

Special Investigations

Section 44 of the *Police Act* provides that "the Minister . . . may at any time order an investigation be made respecting an act or omission of a . . . municipal constable".

In December 1986, the Attorney General ordered the Commission to commence a special investigation of an allegation by a complainant that he was assaulted by the police which was not satisfactorily resolved through the normal complaint procedure. This matter is under investigation.

Complaints Received by the B.C. Police Commission

In 1986/87 the Commission received notice of 113 complaints against members of municipal police departments or the Royal Canadian Mounted Police. This was an increase of 9 complaints over the previous year.

Of the 113 complaints received, 53 concerned the R.C.M.Police, 59 concerned municipal police and one concerned a police agency outside the jurisdiction of the province.

The majority of persons who contacted the Commission were requesting assistance in making a complaint, or attempting to determine the status of a complaint that they already filed with the Chief Constable. In these cases, the Commission Executive Officer responsible for complaints was able to provide assistance by directing their complaint or enquiry to the appropriate person within the police department concerned. In all cases, complaints received by the Commission are acknowledged and the complainants are informed of the *Police Act* procedure or other procedures which apply to their situation.

Applications for Leave to Appeal

Under Section 45 of the *Police Act*, a citizen or a municipal constable may apply to the Commission for leave to appeal the decision of a disciplinary tribunal with respect to a complaint. The Commission received one such application in the fiscal year. Leave to appeal was denied.

Refusal to Investigate

In 1986/87 there were 5 complaints against members of municipal constables which were dealt with under provisions of Section 39.1 of the *Police Act*. This section, which was enacted in 1985, allows Chief Constables to refuse to investigate complaints under certain circumstances. These are:

a) the complaint is frivolous, vexatious, not made in good faith or concerns a trivial matter;

b) the conduct complained of primarily affects a person other than the complainant and the complainant does not have sufficient personal interest in the subject matter of the complaint; or

c) the complainant knew, or ought to have known, more than 6 months before making the complaint, of the act or omission to which his complaint refers.

Of the five complaints dealt with pursuant to this Section, all were refused on the grounds that they were considered to be (a) frivolous, vexatious, not made in good faith, or concerning a trivial matter.

Complaint Statistics

An analysis of the complaints received against members of the municipal and RCMP forces in the calendar year 1986 is given in Tables 9 and 10. The total number of complaints remained virtually the same as the previous year (decrease of one case or 0.3%).

Table 9. Public Complaints Against Members of Municipal Police Departments in 1986

	Total No.	Type				Policy Duty Section					Action Taken			Appeals	
		Excessive Force	Disrespectful Behav.	Neglect of Duty	Other	No. of Police	Uniform Patrol	Detective	Traffic Duty	Other	Informally Resolved	Not Proceeded With	Formal Invest.	Public Inquiry	Police Commission
C/Saanich	2	—	—	2	—	2	2	—	—	—	—	2	—	—	—
Delta	24	4	—	1	19	27	23	2	1	1	11	—	11	—	—
Esquimalt	5	1	1	—	3	6	5	—	1	—	3	3	2	—	—
Matsqui	10	2	1	—	7	12	11	1	—	—	3	2	3	2	—
Nelson	Nil	—	—	—	—	—	—	—	—	—	—	—	—	—	—
New West	13	7	4	1	1	17	15	—	1	1	4	7	1	1	1
Oak Bay	2	—	—	—	2	2	2	—	—	—	1	1	—	—	—
Port Moody	5	—	5	—	—	5	5	—	—	—	3	1	1	—	—
Saanich	1	—	1	—	—	1	1	—	—	—	1	—	—	—	—
Vancouver	205	55	96	54	—	313	232	12	40	29	109	56	40	1	—
Victoria	6	3	3	—	—	6	4	—	2	—	2	2	—	—	—
West Vanc.	9	3	4	—	2	10	8	—	—	1	7	—	2	—	—

Table 10. Public Complaints Against Force and Members of the RCMP (E" Division) in 1986[1]

Agency	Total	Type					Findings			Resolution	
		Excessive Force	Inefficient/ Inadequate Service	Attitude/ Conduct	Abuse of Authority	Other Methods	Substantiated	Unsubstantiated	Unfounded	Informal	Formal
R.C.M.P.	623	139	67	266	64	87	117	184	322	402	221

[1] Includes statutory offenses, complaints about the quality of investigations conducted by members and responses to calls for assistance.

VI. DISCIPLINARY PROCEDURES

The *Police Act* provides, through the *Police (Discipline) Regulation*, a procedure for internal discipline with municipal police departments and establishes a Discipline Code. Under this procedure, a Chief Constable may investigate and initiate disciplinary proceedings against a constable for matters coming to his attention as possible breaches of the Discipline Code.

The jurisdiction of the Discipline Regulation in respect to the dismissal of constables was confirmed by British Columbia courts in two recent decisions from Vancouver. These are:

(1) *Carpenter v Vancouver Police Board, et al*;

On May 22, 1985, the British Columbia Court of Appeal held that in a dismissal of a police constable for breach of discipline, the procedures under the B.C. *Police Act* must be followed rather than those under the *Labour Code*. In rendering its decision the Court held that when the grounds for dismissal are grounds which could be the subject of disciplinary proceedings under the *Police Act* and the *Police (Discipline) Regulations*, then the provisions of the *Labour Code* do not apply.

This decision is best summarized by Judge Lambert who writes for the majority ". . . the procedures under the *Police Act* and *Police (Discipline) Regulation* should govern as it contains a more specific enactment, more clearly directed to the circumstances that might require the dismissal of a constable."; and

(2) *Deighton v. Vancouver Police Board et al*;

On June 30, 1986, the B.C. Supreme Court held that a probationary constable cannot be deprived of a disciplinary hearing under the *Police (Discipline) Regulations* merely because a collective agreement permits the dismissal of a probationary constable for unsuitability. In reaching his decision the Judge relied on (Carpenter Asne) which, he held, clearly establishes that *Police (Discipline) Regulations* apply to the dismissal of constables. This decision is being appealed.

An analysis of the statistics on disciplinary cases during the fiscal year is given in Table 11.

Table 11. Statistical Information[1] on Intenal Police Discipline Cases Initiated in 1980[2]
(Police (Discipline) Regulations, Sec. 49)

	Members Formally Investigated	Decision Following Investigation				Written Reprimands Issued	Written Reprimands Disputed
		Discipline	Advice	No Action	Pending		
Central Saanich	—	—	—	—	—	—	—
Delta	3	1	—	1	1	1	0
Esquimalt	1	—	—	1	—	—	—
Matsqui	1	—	—	1	—	1	0
Nelson	1	1	—	—	—	1	0
New Westminster	2	2	—	—	—	3	0
Oak Bay	—	—	—	—	—	—	—
Port Moody	1	—	1	—	—	—	—
Saanich	3	2	—	1	—	1	0
Vancouver	59	13	10	20	16	17	4
Victoria	1	—	—	—	—	—	—
West Vancouver	3	2	1	—	1	1	1
TOTALS	75	21	12	24	18	25	5

[1] Source: Municipal Police Departments.
[2] Calendar year.

VII. MUNICIPAL POLICE BOARDS

Under the provisions of the B.C. *Police Act*, 1974, every municipality of more than 5,000 persons is required to provide policing for the purpose of adequately enforcing municipal by-laws, criminal laws, and laws of the Province. If a municipality chooses to have its own municipal police force, a board must be established to govern it and ensure that policing is properly provided.

In British Columbia there are twelve police boards which are established in accordance with Section 19(1) of the *Act*. This composition is designed to ensure that local political and community concerns as well as the concerns of the Attorney General are addressed by the boards while carrying out their responsibilities.

Although the majority of members are appointed by the Lieutenant Governor in Council, the Commission is responsible to consult with and to make recommendations to the Minister. In making such recommendations the Commission considers the following factors: the present composition of the board and how the capability of the board can be enhanced by an appropriate appointment; the qualification of candidates nominated or who have applied for appointment including personal suitability, knowledge, experience and other information including recent inspection reports, if available.

Responsibilities of Police Boards

Where established, a police board is the employer of the municipal police force. The duties of the board include:

1) establishing the municipal police force consisting of a chief constable and other constables and employees the board considers necessary to provide policing in the municipality;
2) preparation of budget estimates required to operate the police force, the formulation of rules governing the administration of the police force and the efficient discharge of duties by its members;
3) negotiation of a collective agreement with the police union;
4) initiating and conducting research studies or investigations respecting law enforcement, crime prevention, police and policing with its municipality; and
5) acting as a disciplinary tribunal for the purpose of conducting public enquiries into citizen complaints against police members or hearing appeals from internal discipline charges.

Activities of Boards

In addition to carrying out the functions related to the adminstration of their respective police forces, boards were also involved in a number of provincial and regional policing issues. An important provincial policy issue considered by boards in recent years has been the amendment of the *Police Act*. In January 1987, the boards were given copies of a proposal to amend the citizen complaint procedure and other provisions of the *Act*. These amendments were discussed at police provisions board workshops in Victoria and Vancouver in February and recommendations were made to the Minister.

Examples of issues considered by boards during the past year included: a 911 emergency telephone system for the Capital Regional District; the integration of police services by municipal police forces in Greater Victoria, the Printrack Fingerprint System for the RCMPolice and municipal forces in the Lower Mainland and Greater Victoria areas; and the establishment of a police firearms range in Delta.

Board Membership

The following is a list of the twelve municipal police boards, the members serving and changes during 1986/87:

Municipality	*Serving March 31, 1987*	*Changes in 1986/87*
Central Saanich	Mayor Ron E. Cullis	James K. Bracken
	Timothy E. Dunford	Hugh M. Miller
	Terrence A. Farr	(terms expired)
	David W. Hallman	
	* Peter E. Fane	
Delta	Mayor Ernest Burnett	
	Rick Green	
	Merrilee Harris	No change
	William D. Cole	(William D. Cole
	* J. Boyd M. Ivens	appointed 86/11/06)
Esquimalt	Mayor Ken Hill	
	Brian McKenzie	
	Byron Price	No change.
	Frank Boddy	
	* Thomas E. Kirk	
Matsqui	Mayor David Kandal	Mayor H. DeJong —
	Alan Rowley	changed after municipal
	John R. Singleton	election.
	J.S. Robertson	George Peary
	* John A. Murphy	John Friesen (terms expired)
Nelson	Mayor Gerald Rotering	
	William H. Hall	Tim W. Jay — resigned.
	George Kozak	
	Alan J. Burch	
	* Louis Maglio	
New Westminster	Mayor Thomas Baker	James W. Cox
	Herbert E. Hamm	Doreen Nelson
	Russell V. Cooper	(terms expired)
	David E. McDonald	
	* George P. Cassady	
Oak Bay	Mayor Susan Brice	Edmond A. Semens
	Kenneth M. Hanson	June C. Preston
	Rosemary Emery	(terms expired)
	* Donald A. Farquhar	
Port Moody	Mayor D.T. Driscoll	Edward Coles
	William J. Townsend	Norman Patterson
	Garry E. Payne	(terms expired)
	R. William Brown	Kenneth Keeping — resigned.
	* Gordon C. Mitchell	
Saanich	Mayor Howard Sturrock	Mayor Mel Couvelier —
	Jo-Ann R. Williams	changed after municipal
	David Wilson	election.
	David Watkins	Gary W. Howell — resigned.
	* Helen Hvozdanski	Daniel Koenig
		(term expired)

Vancouver	Mayor Gordon Campbell Abtar Berar Kathleen Keating David D. Wilson * Donald McIntyre	Mayor Mike Harcourt — changed after municipal election. Allan J. Hunter (term expired)
Victoria	Mayor Gretchen Brewin Cedric Steele Pamela A. Murray Donovan W.M. Waters Reginald F. Mooney * Colin K. Campbell	One member added (R. F. Mooney).
West Vancouver	Mayor D.A.S. Lanskail Anne Pearson David R. Hildreth Warren H. Downs * James G. Humphries	Mayor Derrick Humphreys — changed after municipal election.

* Council appointee.

VIII. RECOGNITION OF MERIT

Police Honours Night was held on November 27, 1986, at Government House in Victoria. On this occasion the Honourable Robert G. Rogers, Lieutenant Governor, and Honourable Brian R.D. Smith, Q.C., Attorney General, presented awards to sixteen members of British Columbia's policing community, representing the Royal Canadian Mounted Police, the Vancouver Police Department, the Victoria Police Department, the Saanich Police Department, and the Oak Bay Police Department.

Award recipients are selected for this honour by a joint committee of the B.C. Police Commission in recognition of outstanding acts of bravery, performance on assignment or service to the community.

Special awards of appreciation were also presented to eight members of municipal police boards whose terms of appointment expired in 1985. Members are appointed by Cabinet for each of the twelve municipalities which have independent municipal police departments; service on these boards is voluntary for terms up to six years.

A list of the police members and police board members honoured on this occasion is given below:

A) Police Members Honoured

Staff Sergeant J.L. Maybin	Victoria Police Department
Constable R. Johnson	Saanich Police Department
Sergeant D. Gardner	Oak Bay Police Department
Constable G. Cameron	Vancouver Police Department
Sergeant G. Driver	Vancouver Police Department
Sergeant D.W. Zimich	Vancouver Police Department
Constable B.A. Haley	Royal Canadian Mounted Police
Constable B.S. Garvey	Royal Canadian Mounted Police
Constable G.R. Mitchell	Royal Canadian Mounted Police
Constable W.P. Dona	Royal Canadian Mounted Police
Constable B.H. Gabriel	Royal Canadian Mounted Police
Constable P.F. Meyer	Royal Canadian Mounted Police
Constable A.J.K. Ross	Royal Canadian Mounted Police
Constable M.T. Collodel	Royal Canadian Mounted Police
Constable M.J. Buday*	Royal Canadian Mounted Police
Constable A.G. Rodgers	Royal Canadian Mounted Police

* Awarded posthumously.

B) Police Board Members Honoured

Mrs. Gail Bones	Central Saanich Police Board
Rev. Reginald Brown	Nelson Police Board
Mr. Dale Cochlin	West Vancouver Police Board
Mr. Edward Coles	Port Moody Police Board
Mr. Daniel McIntyre	West Vancouver Police Board
Mr. Alan Nicholls	Central Saanich Police Board
Mr. Alexander Speirs	Esquimalt Police Board
Mr. Ronald Stewart	Delta Police Board

IX. PRIVATE INVESTIGATORS AND SECURITY AGENCIES ACT APPEALS

The B.C. Police Commission is responsible to hear appeals held pursuant to the *Private Investigators and Security Agencies Act* of British Columbia. Such appeals are from the decisions of the Registrar of this Act to suspend or cancel a licence, or to refuse to issue or re-issue a licence to an individual or security business in British Columbia. The statistics for 1986/87 are given in the following table:

Table 12. *Private Investigators and Security Agencies Act* appeals heard by the B.C. Police Commission in 1986/87.

Type of Licence	Number of Applications	Appeals Heard	Allowed	Not Allowed
Security Employee Licence	13	13	5	8
Security Business Licence	4	4	1	3
TOTAL Licences	17	17	6	11

The appeals heard under the category of Security Business Licence have disclosed a need for basic standards of business practice for security business enterprises. The Commission recommends the development of training requirements and performance standards under the *Private Investigators and Security Agencies Act*.

X. MUNICIPAL POLICE INSPECTIONS

Section 5 Inspections

Section 5(3) of the *Police Act* authorizes the B.C. Police Commission to inspect the records, operations and systems of adniinistration and management of the twelve independent municipal police forces. The objective is to (1) determine whether a force discharges its responsibilities efficiently, effectively and economically, (2) whether the community is receiving an adequate level of police service and (3) whether the training, development and general supervision of police and civilian personnel is satisfactory. To ensure police professionalism at all levels, police associations, civilian staff union members, police board members, and representatives from municipal councils are involved in the inspection process.

Two departments were inspected in the past fiscal year:

1) Vancouver Police Department (Bureau of Support Services) — September, October, November, 1986.

2) Port Moody Police Department — December, 1986 to January, 1987.

The Port Moody inspection was a continuation in greater depth of the previous inspection conducted during the 1985-86 fiscal year.

As the follow-up to the Victoria Police Department 1985 inspection and at the request of the Victoria Police Board and the Department, two Commission staff members served as members of the Manpower and Development Sub-committee of the Strategic Planning Committee.

Uniform Crime Reporting (U.C.R.)

The Commission continues to play an important role in the uniform crime reporting programs for police departments. These programs form the basis for the collection of standardized police operational and administrative data in Canada which are maintained by the Canadian Centre for Justice Statistics in Ottawa. Uniform Crime Reporting ensures that inter-police department statistics on crime rates, clearance rates, and police caseloads are valid and reliable. To facilitate this process, one of the Executive Officers of the Commission was appointed to liaise with the respective police departments and committees which oversee the operation of these programs.

In response to concerns expressed by the British Columbia Association of Chiefs of Police, the B.C. Police Commission has conducted regular inspections of the crime reporting process since 1978. All independent municipal police departments are usually inspected once a year; this schedule is unique to British Columbia. However, numerous commitments precluded inspecting all municipal departments in the past fiscal year. It is anticipated the required annual schedule of inspections will be met in the 1987/88 fiscal year.

During the 1986/87 fiscal year, U.C.R. inspections were conducted on the following departments:

Port Moody Police Department — August 19, 1986

Oak Bay Police Department — August 21, 1986

Esquimalt Police Department — September 5, 1986

Several municipal police departments will be implementing the R.C.M.P. Police Information Retrieval System (P.I.R.S.) which includes an inspection process encompassing U.C.R. The Commission will rely on the P.I.R.S. inspection for U.C.R. accuracy where the system is in place. The department's reports, however, will still be inspected for quality of investigation and reporting. The standards used for classifying offences into reporting categories are those established by the Justice Statistics Division of Statistics Canada.

XI. INQUIRIES, RESEARCH STUDIES AND OTHER ACTIVITIES

Use of Video Equipment by Police Forces

On January 16, 1986, the Attorney General requested the British Columbia Police Commission to study, investigate and report to him with recommendations on the use of video equipment in the course of criminal investigations by police forces in the Province, and the subsequent use in court proceedings of video recordings made in the course of such investigations. He expressed concern whether acceptable procedures and guidelines are in place with a view to balancing the needs of combating serious and often organized crime on the one hand, and assuring reasonable safeguards on privacy and anonymity of law abiding citizens on the other hand. He requested specifically that the Commission examine the law of evidence with respect to the use of such recordings in criminal proceedings in the courts of the Province and make recommendations for changes as required.

The study was completed and a report dated November 28th, 1986 was published. The work of the investigation was described in the report as follows: "In embarking on its task, the Police Commission set out to determine what video technology is available to police forces in the Province of British Columbia and to what use this technology is being put. The Commission then commenced to gather information regarding the use of video equipment by police forces generally in other jurisdictions of both Canada and the Western Democracies. In furtherance of its mandate, the Commission met with a large number of police officers, crown counsel, defence counsel, judges and legal academics to seek and obtain their views on the matter. Two public hearings were held in June of this year when members of the public were invited to come before the Commission and express their views and concerns."

The report made the following general recommendations:

1) "that the Federal Government enact legislation governing intrusive video surveillance";
2) "that regulations be made pursuant to the *Police Act* setting guidelines governing the use of video equipment by police officers in British Columbia, including the requirement of an annual report to the Attorney General by the Police Commission respecting the compliance of police forces with these guidelines"; and
3) "that a project involving video recording of police investigations of suspects in cases of major crime be carried out by a British Columbia Police Force".

The first two of these were followed in each case by a series of specific proposals for change. The third resulted in the planning of a project on video interrogation procedures by the Vancouver City Police.

Police Conduct Toward Citizens: The Jacobsen Inquiry

On September 30, 1983, Michael Albert Jacobsen was arrested by the Vancouver Police while in a state of intoxication and incarcerated in the police jail. Mr. Jacobsen alleged that while in custody he sustained serious injury to his knee as a result of having been assaulted by an officer or officers on duty in the jail. The complaint was investigated by the Vancouver Police pursuant to the provisions of the *Police Act*. However, after concluding that there was insufficient evidence to lay charges, no action was taken since the members alleged to have committed the assault could not be identified. A subsequent appeal to the Vancouver Police Board also resulted in no action. The Board concluded, however, that Mr. Jaobsen had indeed been assaulted by the police and that the members involved were now "covering up" their actions. The Board concluded its enquiry by requesting the Chief Constable of the Vancouver Police Department to review the internal investigation or to refer it to the B.C. Police Commission for review.

The Chief Constable subsequently requested the Attorney General to establish an enquiry into Mr. Jacobsen's complaints. On March 19, 1986, the Lieutenant Governor in Council, pursuant to the Inquiry Act, R.S.B.C. 1979, C.198, promulgated Order in Council No. 590. requiring the Commission to inquire into and report on all matters associated with alleged injuries

sustained by Mr. Jacobsen. The terms of the Order specifically required the Commission to examine and report on the results of the internal police inquiry, on the investigations and hearings following the complaint by Mr. Jacobsen under the *Police Act*, and on the question whether all relevant evidence was properly adduced and truthfully given at these inquiries and hearings.

The promulgation of the Order was accompanied by a news release which stated that the Commissioners would hold a public hearing into the circumstances surrounding the alleged infliction of injuries "including the time, place, and by whom." It also stated that the Commission would have "similar authority that normally rests with a judicial tribunal hearing a matter under the Criminal Code."

The Order in Council however, was the subject of continued litigation in this fiscal year. On April 16, 1986, the six police officers who were on duty in the Vancouver Police jail when Mr. Jacobsen allegedly sustained injury to his knee petitioned the Supreme Court of British Columbia for a declaration that the Order authorizing the Commission to inquire into their conduct was *ultra vires* the powers of the Province. These petitions were dismissed by the Court on May 12, 1986 and the Inquiry was to proceed. However, on May 22nd the B.C. Court of Appeal heard and dismissed the appeal from the decision of the Supreme Court. In doing so it made the following remarks with respect to the jurisdictional question:

> "There was something very wrong at the Vancouver Police Station that night. Justice cannot be properly administered until what happened in this case is discovered, because only then can steps be taken to ensure that it does not happen again. As well, public confidence in the administration of justice is threatened by what has happened here. A public inquiry is necessary so that the public will know that this matter is being dealt with. Incidental to the inquiry, evidence might be discovered that would lead to charges being laid. That possibility does not make the inquiry *ultra vires*."

This decision, in turn, has been appealed to the Supreme Court of Canada. It is expected that the appeal will be heard in 1987.

Police Firing Range Facility

In the course of the inspection of the Delta Police Department in 1983, the Commission identified the need for an adequate firing range for the training of municipal police officers. This year the Commission assumed the initiative in exploring options and developing proposals. This resulted in a proposal for a range on land owned by the Greater Vancouver Regional District in the Municipality of Delta. Architectural drawing and engineering studies were completed. The cooperation of the Greater Vancouver Regional District, the Delta Municipality, the Department of National Defense, and the Justice Institute was obtained. The funding of the project has not as yet been resolved. The project is continuing.

Provincial Police Commissions Symposium

The Annual Symposium of Provincial Police Commissions was held in Victoria on September 23-26, 1986. This Symposium was hosted by the B.C. Police Commission and delegates attended from every province except Newfoundland and Prince Edward Island. The Agenda included presentations from each delegation and featured a talk by Inspector Al Gramolini, Royal Canadian Mounted Police, who discussed Bill C-65 and the new R.C.M.P. complaint procedure. The next Symposium will be held in Halifax, Nova Scotia in September 1987.

Public Attitudes to the Police

With the growing emphasis on 'community policing' citizen participation and the prevention of crime, all of which require high levels of cooperation between the police and the public, the police have been properly concerned about obtaining reliable and valid measures of the attitudes of the public. This applies both to specific programs such as traffic law enforcement and to police conduct and performance in general. Also, some programs — e.g. drinking driving and other

prevention projects — require that a message 'gets across' to the public. The inspection or evaluation of a specific department may therefore logically include an investigation of the attitudes of the public toward the department and toward its policies and activities.

As a preliminary step in this direction the Commission conducted a review of the attitudes-to-the-police (so-called ATP) literature to determine the usefulness and feasibility of included limited public attitude surveys in the course of the inspections of municipal police departments. It was concluded that such studies are helpful where the questionnaire is designed and administered to professional technical standards, focussed on specific issues and applied to the population competent to answer. A specific study was planned.

Uniform Crime Reporting (UCR) Survey

One of the Commission's executive officers has been an active member of the Police Information and Statistics Committee (POLIS) which is a sub-committee of the Canadian Association of Chiefs of Police (CACP). This sub-committee works with the Canadian Centre for Justice Statistics in all matters relating to the gathering and publishing of police administration, homicide, other crime and traffic statistics in Canada. The committee evaluates the method of collection of these statistics as well as seeking new solutions to the collection and dissemination of statistical data.

In 1986, the sub-committee reviewed and recommended the approval of the national data requirements for a new statistical reporting system on crimes in Canada. In addition, new forms were approved for the collection of more comprehensive data on homicides and administrative details on police agencies. The Commission also contributed to extensive revisions of the UCR manual to be distributed in 1987 to all police forces in Canada.

Two workshops were held with municipal forces in B.C. to resolve problems associated with methods of scoring Uniform Crime Reports by the police.

Commission Activities Planning

An analysis of the general aim and major objectives of the Commission, which had been initiated in Fiscal Year 1985/86, was completed. The resulting statement appears in Section 1 of this report in summary form. The analysis provided a basis for the articulation of the current and proposed activities of the Commission which, in turn, helped the Executive Committee of the Commission to set priorities and assign tasks. It also contributed to the Commission's assessment of proposals for change in the *Police Act*.

Policing Standards Development

Many of the duties of the Commission as outlined in the *Police Act* require a coherent set of standards if these duties are to be performed in a manifestly fair, systematic and consistent way. In the past, standards have been applied but they have been based mainly on the knowledge and professional experience of the Commission's inspectors and upon the commonly stated policies and procedures of the various police departments. Special investigations carrying implications for standards have been conducted but not in the context of a standards development program. It was proposed that the Commission explore the possibility of developing, with the cooperation of the municipal police services, a consolidated manual of policing standards. The resulting statements would enable the Commission to recommend reforms to the Minister and, given their acceptance, would eventually provide a clear and common basis for the evaluation of police services in the province. The project is on-going.

Police-Visible Minority Relations

The Commission participated as a member of the Provincial Committee on Police Visible Minority Relations, sponsored by the Police Services Branch of the Ministry, particularly with respect to proposed changes in police uniform regulations. The Committee's work is on-going.

Bulk Purchasing of Ammunition

The Police (Firearms) Regulations require all municipal police departments to use the same ammunition. Most departments, however, lack the purchasing power or the equipment to adequately test such factors as muzzle velocity of the ammunition purchased. The result is that an individual department may pay more than is necessary or their ammunition may not meet the standard they expect.

Early in 1986, the Commission, in cooperation with the B.C. Police Academy, contacted all municipal police departments concerning the bulk purchasing of ammunition. The Academy undertook the task of bulk purchasing sufficient ammunition for all municipal departments and testing samples from each batch. These actions ensured the best possible price and effective quality control for the municipal police departments. As of November, 1986, the Academy completed the necessary testing and had ample supplies of ammunition on hand. Indications are that all municipal police departments will participate in this program.

Inspection Follow-up Policy Development

As the inspection process conducted by the Commission on municipal police departments has evolved, so has the policy governing this process. The most important changes made during the fiscal year were as follows:

— The term 'audit' was dropped in favour of 'inspection' to reflect more correctly the intent of the *Police Act*.

— Upon receiving a local Police Board's response to an inspection, the Commission will conduct a follow-up inspection no later than six months after receipt to determine progress toward implementing recommended changes and will conduct further inspections as necessary.

— Inspections were expanded to include adequacy of deployment and staffing levels, degree of compliance with previous Commission inspection recommendations, and citizen opinion surveys to assist in determining public perceptions of the adequacy of a police service.

— When requested, the Commission will provide assistance to any municipal police department in a consulting role on manpower and shift scheduling. The Commission provided this service in varying degrees to at least four municipal departments in the fiscal year.

— A different reporting format which is easier to read and less sterile than the standard audit report was also tested. The new format seems to be well received and to be creating a more favourable response.

— Finally, it was decided that in the absence of a specific law, regulation or procedure establishing a standard, a 'reasonable man' approach will be the standard. This is consistent with practices in comprehensive auditing and civil law and also avoids the necessity to legislate every action of a municipal police department.

New Committee Memberships

During 1986, the Commission became members of two further on-going committees:

— The Provincial Firearms Qualification Standards Committee, initiated by the Police Services Branch, which recommends policy and practice with respect to the carrying and use of firearms by authorized special constables and other government employees. One Commission staff member is assigned to this Committee.

— The Ministry of Attorney General Audit and Inspection Coordinating Advisory Group, initiated and chaired by the Internal Audit Division of the Ministry. The purpose of this committee is to discuss the roles, relationships and responsibilities of the various Ministry audit and audit related functions within and external to the Ministry and its

statutory services, boards, and commissions and to establish a coordinating advisory group. The committee also has a problem-solving and training/educational role. The Commission's two inspectors were assigned to this committee.

Inspections Training

The Commission's two inspectors (who are primarily responsible for conducting inspections of municipal police departments) attended an advanced audit course conducted by the Royal Canadian Mounted Police in Ottawa in September, 1986. Our attendance was permitted through a courtesy extended to the Commission by the R.C.M.P. The members derived considerable benefit from the course and this is reflected in the Commission's modified approach to inspections.

Uniform Regulations: Rank Insignia and Name Tags

Early in 1986 the B.C. Federation of Peace Officers recommended the elimination of the metal rank collar dogs affixed to the points of the shirt collar and their replacement with more readily visible cloth badges of rank on shirt sleeves. It also recommended eliminating the use of plastic or metal name tags and replacing these with cloth tags. The rationale for the recommendations was greater convenience and safety.

The Commission discussed the issues with all Chief Constables and Police Boards, soliciting their opinions. Subsequently, the Commission authorized and monitored a six-month experiment in the West Vancouver Police Department. The West Vancouver Police Board, Police Department and the Federation funded and documented the experiment wherein a test group wore cloth chevrons and cloth name tags.

The experiment achieved its objective and, as a result, the Commission will be recommending amendments to the Police (Uniform) Regulations eliminating metal rank collar dogs and replacing them with cloth badges of rank on the sleeves. The experiment did not show, however, that convenience or safety necessarily warranted a change in the presently required metal or plastic name tags. It will therefore recommend that cloth name tags be allowed as an alternative to the plastic or metal ones provided a police department is consistent in its use of a specific type of tag. The appropriate Order in Council is anticipated in late 1987.

Victoria City Police Deployment Committee

The inspection of the Victoria Police Department in 1985 identified the need for improvement in the strategic planning process. The Commission's inspectors thereafter provided consultant services to assist the department with its planning. In particular, the Commission is assisting the deployment committee in establishing manpower requirements, shift schedules, and planning re-organization to help to address the high case load of police officers. The study is expected to be completed by June 1987.

Automated Fingerprint Information Systems (AFIS)

The Commission is monitoring the technological advances in this area as well as current progress in implementing a system by police forces in this province. Computerized classification, searching and storing of fingerprints is a major support system for solving crimes and proper identification of criminals.

Police Commission Automation

The acquisition of a micro-computer for word processing has provided much needed support for our clerical staff in this production of reports. More equipment will be acquired next year to support our research staff as well as additional clerical support. A rapifax machine has also been installed.

Police Act Amendment

In planning for and conducting the Video Study, the Commission identified an inconsistency in the powers of inquiry assigned to the Commission and Police Boards under Section 52 of the *Police Act*. Section 52(1) gives boards the power of inquiry for the purpose of conducting a study under Section 31 of the *Act*. While a study conducted by a board under this section is similar to and conducted by the Commission under Section 7, the Commission did not have similar inquiry powers. In 1986 the *Police Act*, Section 52(1) was therefore amended to give the Commission the same powers as boards in carrying out studies.

Reward Administration

In 1985 the Royal Canadian Mounted Police requested that the B.C. Police Commission become involved in the administration of rewards. The Commission is examining the current practice of municipal police departments and the Royal Canadian Mounted Police with a view to establishing a reward administration policy, and a regulation pursuant to the *Police Act*. This matter will be considered during discussions of amendments to the British Columbia *Police Act*, but it is not likely to be finalized until sometime in 1988.

XII. FINANCIAL STATEMENT FOR FISCAL YEAR 1986/87

Account No.	Account Name	Expenditure
01	Salaries — Established	$ 214,730
02	Salary Protection (Pensionable)	522
03	Employee Benefits	22,680
07	Board & Commission Fees & Expenses	57,061
10	Travel Expenses — Gov't Employees	19,019
15	Communications	25,352
20	Professional Services	130,952
25	Data & WP Supplies & Expenses	937
30	Office Expenses	11,543
50	Utilities, Vehicle Operation	10,629
69	Office Furniture & Equipment	1,807
	TOTAL	$495,232

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